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C O N F I D E N T I A L ANKARA 001538

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TAGS: [PREL](#) [MARR](#) [EU](#) [NATO](#) [TU](#)
SUBJECT: TURKISH MFA U/S APAKAN INSISTS ON "AGREED
FRAMEWORK" FOR KOSOVO, ADMITS CYPRUS IS THE CRUX

REF: A. ANKARA 1457

- [1](#)B. ANKARA 1369
- [1](#)C. ANKARA 1205
- [1](#)D. ANKARA 1192
- [1](#)E. ANKARA 1052

Classified By: Ambassador Ross Wilson, reasons 1.4 (b) and (d)

[1](#)1. (C) SUMMARY: MFA U/S Ertugrul Apakan told Ambassador June 13 that Turkey will continue to insist that Agreed Framework language must be included in Kosovo transition documents. Turkey,s goal is to prevent the participation of Cyprus in EU operations with NATO; the other issues Turkey has raised (ESDP decision making, EDA, etc.) end up being secondary. Turkey expects to receive proposals on NATO-EU matters when EU Foreign Policy Chief Solana comes to Turkey on June 25, but has low expectations. Ambassador told Apakan that Turkey,s stance is causing serious problems for Allies and warned it would be harmful to Turkey. END SUMMARY

[1](#)2. (C) Apakan gave a positive assessment of the visit to Ankara June 12 by NATO SYG Jaap de Hoop Scheffer. De Hoop Scheffer came with an open mind and left understanding Turkey,s point of view. In the discussion with us, Apakan rehashed previous arguments about the centrality for Turkey and Turkish foreign policy of NATO, especially at a hot time for the region and the world. Turkey has been a long-time security provider for Europe, and Turks are frustrated that this contribution is not reciprocated when it comes to Turkey,s interests. Apakan complained about ESDP and the lack of a Turkish role in decision making, EDA, and security and administrative arrangements. But the main issue is Cyprus. The Europeans are trying to corner Turkey and force it to make a tradeoff regarding Cyprus that it does not want to make. NATO needs to show more solidarity with Turkey on this matter.

[1](#)3. (C) Apakan said that Turkish leaders do not understand what is wrong with the Agreed Framework, which has existed and evolved over the years and should continue to serve as the basis for NATO-EU military relations. Established procedures should not be jeopardized. Turkish leaders do not understand why it cannot be applied to NATO-EU operations in Kosovo and Afghanistan. Apakan complained about efforts to dilute the Framework, which leaves out Malta and Cyprus. Turkey has no problem with Malta's participation, but does with Cyprus. If the EU operates a force on its own, Turkey has no problem with Cypriot participation. As long NATO-EU cooperation is the issue, Turkey has a say in the matter.

[1](#)4. (C) Apakan compared the situation to that of the EU

Customs Union. As a Customs Union member, Turkey is affected its decisions, but has no voice in decision making and is not consulted, including on trade matters that can have a significant impact on Turkey. The domestic opposition complains about this, and it is right to do so. The same is true with ESDP. Apakan claimed that Turkey is the third largest contributor to EU missions, but has no policy setting role. Despite explicit agreement to consult on matters affecting the interests of bordering states, Turkey had not been consulted with regard to EU security missions in Iraq and Georgia. Turkish military leaders, he said, expect better treatment from the EU. It doesn't help that the EU suspended negotiations on eight chapters of the acquis last year; this called into question its seriousness with Turkey.

15. (C) NATO DG Tomar Bayer stated that the immediate problem is lack of agreement on the use of the Agreed Framework in the Kosovo transition package. If these two words are used, he and Apakan stated, there will be no issue.

16. (C) Ambassador reiterated US sympathy for Turkey's EU complaints. We want to try to be helpful. But, he said, Turkey's approach is a problem for its European friends who are both NATO allies and members of the EU, and he warned against intransigence that could harm Turkey.

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WILSON